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OOC-84-53309
11 December 1984

MEMORANDUM FOR: Chief, Regulatory Policy Division

FROM:

[REDACTED]

SUBJECT:

[REDACTED]

As indicated by the attached delegation, the Executive Director now has the authority to make decisions with respect to the Career Services. We believe that his approval of [REDACTED] has been effectively ratified by this delegation. Therefore, the regulation may be issued without any further approvals required.

[REDACTED]

Attachment

NO. 11 21 330

OOC-84-53102
13 November 1984

DELEGATION OF AUTHORITY

I hereby delegate to the Executive Director the authority to administer the Career Service program of the Central Intelligence Agency described in This delegation includes the authority to substantively modify the practices and procedures of the Career Services as appropriate.

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PERSONNEL AND CAREER SERVICE ROLES

Current Situation

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Aside from certain authorities that the Director has retained or delegated to the Director of Personnel, the Agency's personnel function is divided in [] between Heads of Career Services and Supervisory Officials. The latter are line managers throughout the chain of command. They have responsibility for a wide range of actions concerning the daily management of people e.g., communications, discipline, productivity, and supervision. Career Service Heads, on the other hand, are given authority to consider and make key decisions pertaining to the career management of individuals, such as selection, promotion, assignment, development and termination; and they usually have career boards and panels to help them arrive at their choices.

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Nowhere in [] is any mention made, however, of Deputy Directors and Operating Officials. The only specific reference to their responsibility for career management is in [] that creates Career Services and Career Service Heads. In this section, the DD/O and the DD/S&T are designated Heads of Directorate-wide Career Services, but the DCI, DD/I, and DD/M&S are shown as Career Service Heads of a few immediate Offices or functional groups of employees within their areas. In addition, there are 17 more Career Services decentralized to the Office level, with the Directors of these Offices designated to also serve as Heads of Career Services.

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thus grants authority and responsibility for career management to some Operating Officials but not to others. Similarly, it assigns Directorate-wide responsibility for career management only to two Deputies. Rather than formally charging the others with career responsibility, it gives the role of career management directly to designated Career Service Heads under the Deputy Directors.

Although Career Service structures and arrangements vary in different areas, personnel decision-making is necessarily a shared process between line and career managers, up and down the chain of command. Choices concerning personnel assignments, promotions, separations, and other actions normally require actions by both line and career management.

The Deputies have reserved only limited personnel capacities for themselves and rely mainly upon line and career officials at the Office level to do the bulk of personnel and career management. For example, in DDO (the most centralized Career Service), Home Bases are used to manage the assignment and development of D careerists under their jurisdiction; likewise in DDS&T, the other Directorate-wide Career Service, most career actions are taken on personnel below the Supergrade level by S&T Office Heads.

Each Career Service functions independently with little guidance from the Deputy Director concerned except perhaps in DDO. Prior to APP and PDP, there was little systematic reporting to the Deputies on personnel planning and program effectiveness and, as of this writing, most Career Services have not formalized personnel objectives. Although all Services sponsor training, full time and part time, there are few established criteria for training.

Nearly all of the Career Services operate through Career Service boards or panels, composed of senior officers who hold key positions within the jurisdiction of the Career Service. The Deputy Directors have generally retained for themselves basic career responsibility for Supergrade personnel.

Most Career Services give lip service to mobility, but few have actively sought to arrange assignments outside the Career Service, beyond those which their careerists fill on a regular basis such as OTR. Few have established criteria for rotation or provide any kind of assurance to their careerists that meaningful rotational assignments will be undertaken without detriment to their status in the Career Service.

The Career Services are not far apart in their handling of promotions, but they vary significantly in the amount of attention paid to the planning of assignments, training and career counseling, and development.

A further explanation of Career Service arrangements in the Directorates is contained in the attachment. In summary, the current situation is hard to comprehend and it results in an uneven exercise of personnel management that is coordinated largely at the local levels with little guidance or participation at the top.

After consideration of the views of MAG, the DD/MAG groups and the results of the Career Service Questionnaires, a number of basic guidelines clarifying personnel and career roles appear plausible.

a. Career Services should be established at the Directorate level, together with an executive Career Service at the Agency level, to foster achievement of Agency and Directorate purposes and to stimulate a more uniform implementation of personnel management.

b. A definition or common understanding of Career Services is needed. Currently there is none. indirectly touches on this point by stating that the responsibilities of Career Service Heads will include the development and utilization of individuals, through training, assignments, rotation and placement. Obviously, there are easily identified aspects of career management that should be performed irrespective of whether they are accomplished on a shared basis by career and line officials or are handled directly by line officials and supervisors (as is usually the case elsewhere in the Government and the private sector). For the purposes of a working definition, Career Services should be considered to be the organizational levels having primary responsibility for the planning and implementation of career management, utilization and development of all personnel bearing their Directorate indicator. As noted above, Career Services should be formed at the Directorate level.

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c. Compatible with Directorate guidances and objectives, greater latitude in handling both daily management and career management should be given to line officials who now have responsibility for program results.

d. Additional stress should be placed upon the grouping of employees by functional categories, to enhance equitable and effective employee utilization. Each Deputy should review and decide upon the feasibility of using such groups in making evaluations, assignments and promotions. A start should be made towards the recognition of Agency-wide functional families as the basis for interdirectorate transfers and the setting of staffing standards.

ESTABLISHMENT OF DIRECTORATE CAREER SERVICES

STAT should be changed to establish Career Services at the Executive and Directorate levels. The Director and Deputy Directors should be given responsibility for personnel management in their areas, and present references to other Heads of Career Services should be deleted.

Each Deputy Director should review the present array of personnel policies, structures and guidances currently being applied within his jurisdiction and decide upon any changes which he considers appropriate in the future personnel management of his area. Significant changes should be announced in a suitable medium to all employees in his Directorate.

Each Deputy Director should have an executive personnel committee, at the Directorate level, such as a DD Management Committee. The committee would be responsible for implementing actions of the Agency Management Committee and assisting him to formulate and review personnel programs and processes. He could use this group or a senior board to consider Supergrade, SPS and GS-15 personnel for promotion and to identify senior officers with the least potential. The executive committee or senior board would also provide an organized avenue of communications up and down within the Directorate. (Within the Directorates an existing senior body could be given the task of achieving these actions.)

Each Deputy Director should:

- ° Consider the grouping of jobs and personnel by the broadest practical functional categories consistent with Directorate programs and/

or functions, in coordination with the Director of Personnel. This action would provide a suitable basis for competitive evaluations, career development; mobility of personnel, within and across Directorate lines; and furtherance of the one-Agency concept for personnel.

- ° Approve promotion recommendations to Supergrade rank and to stipulated lower grades, if desired. Annually review the previous use of each Supergrade officer and plans for his utilization during the coming year, as developed by the Operating Official and approved by the senior personnel board or body.

- ° Approve criteria and standards for the evaluation of other personnel in the Directorate at each competitive grade level.

- ° Develop Directorate requirements concerning an evaluation system and structure, based upon functional categories if appropriate, for the competitive evaluation of professional personnel in all grades, including those that are most talented and those who have the least potential. Provide Directorate guidances on general panel procedures, panel proceedings and reporting of results to the Deputy Director.

- ° Establish a system for insuring Directorate-wide consideration of personnel who appear in lower rankings to ascertain whether or not they could be productively used in some other capacity within the Directorate.

- ° Develop a Directorate-wide career counseling program.

- ° Provide guidance and uniform procedures for processing QSIs and honor awards.

- ° Develop Directorate policy for the identification, training and cross experience of executive talent.

- ° Establish Directorate-wide personnel objectives.
- ° Approve staffing standards and monitor in-hiring practices.

SUMMARY OF CAREER SERVICE SYSTEMS

DD/O

STAT The Operations Directorate has one Career Service to serve its [] employees. The Deputy Director for Operations is the Head of the Career Service, and he is assisted by the Personnel Development Board, Career Management Group, Personnel Management Committee, Personnel Evaluation Boards, and Staff and Division Chiefs.

The DDO follows a Directorate-wide (centralized) promotion system that is largely the function of the Personnel Evaluation Boards. These Boards conduct a competitive evaluation once each year of members of the DDO Career Service in each of the grades GS-8 through GS-16. A Board is appointed by the DDO for each evaluation and members are at least two grades higher than the grade group which they evaluate. The Boards identify and recommend those who merit promotion; identify those who rank in the lowest percentile and recommend administrative action; and make recommendations, as appropriate, for training, career development, or reassignment. The Personnel Development Board acts on promotions to the GS-17 and GS-18 level.

The DDO follows a Division-level (decentralized) system for most non-promotion matters. Chiefs of Staffs and Divisions exercise command jurisdiction over personnel assigned to their components. They are responsible for administrative matters affecting their employees as well as assignments, training, career counseling and other matters which affect the career development of personnel "home-based" in their component.

The Career Service gives some guidance to Division and Staff Chiefs

in matters ranging from promotion nominations, to QSI's, Honor and Merit Awards and conversion from clerical to professional status.

DD/S&T

The DD/S&T is technically one Career Service but, in fact, there are eight separate groups which function rather independently. This is the result of the DD/S&T delegating to Office Heads personnel management responsibilities for employees in Grades through GS-14.

There is a Directorate Career Service Board with responsibilities for senior officers, GS-15 and above. This Board considers matters such as candidates for Senior Officer Schools, other external academic training, Midcareer Course, Agency Senior Seminar, and DD/S&T Career Development Course. There is a Career Panel in each of the seven Offices. These panels are composed of senior officers, with a few junior representatives, and they meet on regular schedules. Their primary function is to rank and promote their personnel and to select candidates for training and reassignment. Except for NPIC and OTS the Offices are concerned with fewer than

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DD/I

There are eight Career Services in the DDI. They function independently with little guidance from the DDI.

There are formal Boards and Panels whose responsibility vary considerably. For example, panels in OER consider only competitive ranking for promotion purposes. Under OER's system, each branch or division chief in effect makes career decisions for his personnel, and the Administrative Staff acts upon these decisions. In OCI, promotions to GS-12 are decided by the DD/OCI in consultation with the Executive and

Administrative Officers, and promotions to GS-13 and above are handled by the Career Service Board. OCI seems to be one of the few, if not the only, Career Service where the Office Head or his Deputy personally handles promotions at grades GS-12 and below.

DD/M&S

There are ten Career Services in the DD/M&S. They are established along functional lines by Office, and range in size from [] in Communications to [] in Medical Services. The DD/M&S is the Head of the MG and M Career Services and the Office Heads are the Heads of the other Services. This arrangement gives Office Heads jurisdiction over personnel assigned to other-components. The Career Services function independently, and there seems to be little guidance from the DDM&S to Career Service Heads.

All the Career Services follow a Career board panel structure for ranking and recommending employees for promotion, training, and assignment. Generally, the boards and panels are composed of senior officers in the Career Services; however, there are a few which include junior representatives, either as observers or voting members.

DIRECTORATE CAREER SERVICES

Current Situation



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There are currently 23 Career Services and 23 Career Service Heads in the Agency, as designated in [redacted] The Career Services in the DDO and DDS&T are Directorate-wide and are headed by the Deputy Director concerned. In the DCI, DDI and DDM&S areas, the Deputies are only designated as Heads of Career Services that are essentially comprised of personnel associated with the immediate offices of the Deputy Directors. (The DDM&S also has recently established a generalist career service to manage Supergrade personnel throughout the M&S Directorate.)

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The other Career Services are decentralized to a level corresponding to Offices, and they are headed by Operating Officials as specifically designated in [redacted]

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In practice, the Career Services, both at the Directorate and Office level, operate through career boards and panels, composed of senior officers who hold key positions within the jurisdiction of the Career Services. Most Career Services function with limited personnel guidance from the Deputy Directors concerned, except in the management of senior officers. In the DDO, a more centralized system of personnel management is used for competitive evaluations and rankings, and a number of guidances are provided, e.g., precepts covering the promotion and assignment of personnel.

Definition of Directorate Career Service

There is no formal definition of Career Services in Agency Regulations. [redacted] states that Heads of Career Services are

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responsible for the functioning of the Agency's personnel program as it applies to members of their Career Services, and establishes Career Services as the organizational structure for administering the Career Service Program of the Agency.

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Directorate Career Services should be considered as the primary organizational units responsible for the career planning and management of personnel having their Directorate indicator. As distinguished from daily personnel management, which is the responsibility of line managers, career management responsibility includes the development and use of employees through assignments, training, competitive evaluation and advancement, and employee counseling.

Establishment of Directorate Career Services

The establishment of Directorate-wide Career Services, headed by the Deputy Directors, would increase the achievement of Agency and Directorate objectives and priorities. As Career Service Heads, the Deputies would bring their leadership to bear on achieving the most effective use of human resources, and they would help in bringing increased guidances to line managers.

Reducing the 23 Career Services to four Services, at the Directorate level, should permit line managers to fully exercise authority and responsibility for personnel management within their areas consistent with Agency and Directorate objectives and requirements.

Authorities and Responsibilities of Directorate Career Services

The creation of Directorate Career Services should be accompanied by a statement of authorities and responsibilities, to be acted upon

in each Directorate. In applying these authorities and responsibilities to his own area, each Deputy Director should decide how he can best manage his Career Service, including decisions on what career structures, policies and guidances would be most appropriate to meet his needs.

The following is a listing of authorities and responsibilities as proposed:

- Develop and establish uniform promotion criteria for each grade level for which competitive evaluations are undertaken.
- Provide all Directorate evaluation panels with uniform ranking criteria that will identify employees with the highest and least potential and those in between.
- Establish an appropriate structure and procedure to conduct, at least annually, the evaluation and ranking of professional personnel.
- Provide for periodic review of evaluation activities by the Deputy Directors.
- Establish a program and criteria for the development and use of Supergrade and SPS officers within the Directorate, including provisions for evaluation, promotion, assignment, rotation, and handling officers with the least potential.
- Create a Directorate-wide career counseling program which as a minimum would provide for the counseling of employees whenever recommended in the evaluation process. Also provide for a visible, counseling source or sources that employees could go to on their own initiative in order to seek job assistance and career guidance.

- Identify categories or broad groups of employees by grade and job, or program function, as appropriate, for use in various activities such as, competitive evaluations, career development, rotation and career counseling.

- In connection with MBO, APP and PDP, establish Directorate-wide personnel objectives.

- Establish Directorate standards for selecting candidates to attend senior schools or courses.

- Establish Directorate policy and standards for approving external full-time and part-time training.

- Establish minimum training standards for managerial positions and for occupational positions or groups when training is considered significant for job performance and employee development.

- Provide policy to facilitate intra-Directorate transfers, rotational tours, and career development experiences.

- Establish procedures and provide guidance for the processing of quality step increases.

- Establish procedures and provide guidance for the processing of Honor and Merit Awards.

- Provide a system for the annual review of Supergrade personnel in Personnel Rank Assignments, to effect corrective actions when needed.

- Develop procedures to handle surplus cases, including the following elements: counseling; consideration for retraining and/or reassignment; and notification of surplus status.

Organizational Structure In Directorate Career Service

A Senior Personnel Resources Board should be created to act as the recommending body on issues reserved by the Deputy Director, and it should serve as the senior advisory body on personnel management in the Directorate.

Each Deputy Director should decide upon the use of such other career, personnel and evaluation boards, panels and officials as he deems most appropriate for conducting personnel management and administration in his area.